

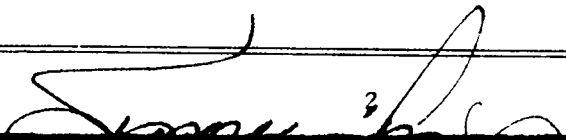
# Suggestions for Land Settlement

1. More consideration for the settler.
2. Acceptance or rejection of immigrants at the port of embarkation.
3. Individual opportunity to secure practical farming experience before taking up holdings.
4. Government purchase of suitable areas adjacent to railway lines.
5. Resale on easy terms to selected immigrants.
6. Federal advances for buildings and improvements.
7. Federal field service for supervision and instruction.
8. Provincial assistance to stimulate mixed farming and facilitate marketing.

**A Consideration of the Immigration Question, by Major E. J. Ashton of the Soldier Settlement Board, together with other views.**

**Published by the Canadian Reconstruction Association,  
September, 1921.**

Sound national policy demands that we develop the natural resources of the country, make these resources the basis of new industries around which industrial and commercial communities will grow, and take all practicable measures to provide local markets for Canadian producers in which farm products will fetch better prices than can be secured in markets far removed from the points of production. So, in order to multiply the tax bearers, it is necessary to encourage immigration, subject to such tests and restrictions as from time to time circumstances and conditions may require. No serious evils arise to any country from settlers who go upon the land if they are placed upon holdings which give a fair prospect of success. Primarily, perhaps, we should still concern ourselves with the settlement of the Western Provinces. But, henceforth, national rather than sectional considerations should prevail in plans of settlement and distribution of immigrants. There is a serious scarcity of farm labor in the older Provinces. In all these Provinces there are homesteads upon which farmers could be settled to their own great advantage and to the general advantage of the country. There should be closer co-operation between the Provincial Governments and the Federal Administration. We should not feel that we have discharged our full duty to the immigrant when he has been landed at St. John or Halifax or Quebec, or even when he has been carried to Montreal or Toronto or Winnipeg. There is a paternalism which is meddlesome and mischievous. But we can do nothing wiser than protect settlers in their first years in the country, advise in purchase of holdings and conditions of occupation, and instruct in the best methods of seeding and marketing. In most of the Provinces we have the machinery for the performance of these duties, and this machinery can easily be made more intimate and more flexible if we fully realize the necessity for a greater rural population and the high national value of instruction and training for people from other countries who can have no exact knowledge of Canadian conditions and by wise and sympathetic oversight can be guarded against mistakes in location and unprofitable methods of production.—From "The Railway Question in Canada," by Sir John Willison.



# THE NEED FOR IMMIGRANTS

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By Mr. E. W. Beatty, K. C., President of the C. P. R.

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It is obvious that two great things are necessary to this country's prosperity. One is the backing of foreign capital for new enterprises in order that our natural wealth may be properly realized, and the second is more people to aid these industrial conditions, extend the farm areas under cultivation and, by their number and financial solvency, ease the national burdens of the country.

We should do everything we legitimately can to firmly establish the resources of Canada in the minds of those whose financial support is so essential and we should be very careful not to frame our immigration policies on the principle that a temporary depression and temporary unemployment is a justification for barriers against the introduction of a good type of immigrant into this country.

The people of Canada do not sufficiently realize that the most urgent and essential need to-day is increase in population, not only to provide traffic for the railways, but also to help pay our enormous national indebtedness. So far as the railways are concerned, the National Railways are even more concerned in this demand for population than the Canadian Pacific, owing to the extent of sparsely populated country in which so much of their mileage is located. It was an aggressive immigration propaganda that built up the Canadian Pacific, and without immigration the prospects of the Canadian National are, in my opinion, hopeless. Any legislation which would stem the tide of desirable immigration must inevitably pile up further deficits, for immigration is Canada's great salvation. Mr. Crerar, who was speaking particularly in the interests of the National Railways, struck the right note when he declared before the Canadian Club in Montreal, that a wise and vigorous immigration policy would help solve the problem. I was interested to learn Mr. Crerar's attitude to the foreign-born immigrant and to hear of his speech at Ste. Anne de Bellevue, in which he commended the progress of the foreign born in Western Canada, pointing out that over fifty per cent of the students at Manitoba University were of foreign parentage. I have recently read a most interesting article in the Grain Growers' Guide in reference to the 300,000 Ukrainians in Western Canada, in which it is stated that these people of sturdy farming stock from Central Europe have four large educational institutes at Saskatoon, Winnipeg, and Edmonton, respectively, and have become a real asset to Canada. The people from the Scandinavian countries have made admirable settlers. During the year 1920, nearly 1600 of these came as immigrants to Canada, of whom only 10 were deported. All of them are thrifty, hardworking people.

I quite agree with those who object to the immigration of city-bred Continentals of poor physique and doubtful health who would at once drift into slums, or of large communities of foreign born who frankly declare they do not intend to assimilate with English-speaking Canadians, but I consider

it absolutely necessary to the immediate betterment of Canadian financial, commercial, and traffic conditions, that the gates of Canada be once more opened not only to the British, French, and American immigrant, but also to the Scandinavian and the more desirable type of Continental, excluding, of course, the German and the professional political agitator.

It is not only farm hands and domestics who are required. What progress can Canadian industry make if the skilled mechanic is to be practically shut out? And without Canadian industry where are we to find exports for the Canadian merchant marine? We neither can nor dare stop this tide of desirable immigration, or say to it like Canute, "Thus far and no farther."

It seems to be the assumption that immigration is like a tap which can be turned on and off with absolute freedom. This is not the case. It must be a continuous flow of the right kind of people if we are going to carry our burdens with anything approaching ease. By all means let us exclude permanently and forever those undesirables from the slums of large cities and from countries, the complexion of which makes it impossible for their people to be assimilated into this country. We know now what type of immigrant succeeds in Canada. We can point to races, the representatives of which contain no idlers in this country—people who are nationally and naturally thrifty and hard-working and rarely, if ever, become a charge on the community. We know, too, the type of people who add nothing to the productivity of the country, who are parasites living on others by their wits but increasing not at all the national estate or the economic strength of this country. We do not want and should not encourage these people.

Coupled with an active desire, expressed through a sane immigration policy, to obtain settlers of the right type for Canada should be a system of acceptance or rejection at the port of embarkation so as to reduce to a minimum the sometimes almost inhuman practice of returning rejected immigrants from a Canadian port. This could be readily arranged, of course, in the case of all British immigrants but would be somewhat more difficult in the case of Continentals, where the system is of the greatest importance.

I see nothing in the future which would render desirable unduly restrictive measures in the matter of immigration.

# LAND SETTLEMENT AND OUR NATIONAL RAILWAYS

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By Major E. J. Ashton, Commissioner of the Soldier Settlement Board.

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The biggest problem before Canada to-day is that caused by the huge deficits arising from the operation of our Government-owned railways. This problem concerns not only the Government but also every citizen of the country, as these deficits have to be met from taxation, and the income or wages of each, either directly or indirectly, bears the brunt of this heavy load.

Faced by this prospect the question naturally arises as to the best and most permanent method of reducing and finally overcoming this deficit. It is not proposed here to deal with that aspect of the problem which was recently dealt with by Lord Shaughnessy in his comprehensive Memorandum to the Government, in which he made suggestions dealing principally with methods of reducing the costs of operating and managing these railroads. In his Memorandum he contrasts in a striking manner the returns for traffic and freight on the Government-owned railways, with those of the Canadian Pacific Railway.

Bound up with these questions of traffic and freight, the details of which can be better left to those specially qualified there is the question of increased and improved settlement and production throughout the whole country and particularly in those districts near to and served by the National Railways.

It is a well-known fact that up till about the end of the first decade of the present century the Dominion Government still owned large areas of fertile land in the Prairie Provinces. The gift by the Dominion

Government of homesteads consisting of 160 acres of this land was the main inducement to settlement in the Prairie Provinces during this period. Settlers were given practically carte blanche in choosing the location of their homesteads. In addition the Government made grants totalling many millions of acres, principally to the railroad companies and the Hudson's Bay Company, much of this granted land being still unsold, or having passed into the hands of speculative holders.

## SCATTERED SETTLEMENT

The result of these two conditions has been a scattered and isolated settlement, often possessing few of the advantages to be found in a more thickly populated community, such as good roads, schools, churches and hospitals, within easy reach of every settler, and in the cases where these advantages are to be found, too often the expense bears heavily on the scattered settlement.

Our Government railways heading through the newer settled districts, (the older ones being naturally served by their great rival, which has been in operation since the eighties), pass through much fertile territory which, however, owing to its sparse settlement and large areas held by non-producing owners, cannot be expected to yield sufficient produce to support efficient public institutions like schools, hospitals, churches, etc., and make a railroad pay; and it should be pointed out also that in spite of our great railroad mileage, with its consequent heavy deficit, many districts are still

to be found in which there has been considerable settlement for years, and which are now just existing on from year to year in the hope that transportation will eventually reach them.

The lure of free homesteads near to railways or in districts through which railways will shortly pass can no longer be expected to draw suitable settlers in any numbers, for, although the Dominion Government still owns large areas of uncultivated lands within 20 miles of existing railroads, estimated to comprise all the way from ten to twenty million acres, it must be borne in mind that this is the residue of a much larger area, which has been carefully picked over by the hungry land seekers of the past decades, much of it has already been settled and later abandoned as unsuitable, much is swampy in nature, much is covered with scrub timber of no merchantable value, and costs more to clear than the value of the land where cleared. Its inadequacy to fill the needs of soldier settlers, let alone those of general settlement, was recognized in 1919, when the scope of the Soldier Settlement Act was broadened to permit of land purchase for returned soldiers. Any old timer from rural districts in the West can readily call to mind many homesteads on which successive settlers tried to make good for a few years, and which, each in turn, failing to make a living, had abandoned.

There is still much land suitable for successful settlement even though the lure of the free homestead is largely gone, since we can no longer expect Western lands to give other than nothing for nothing.

#### NEW POLICY NECESSARY

The fertility of our Prairie Provinces, and the energetic character of their settlers is of so sound a nature that, even with the present unsatisfactory settlement methods, there is

little doubt that the country will ultimately pull out on top. It will, however, have an unnecessarily rough voyage in doing so, unless its course towards prosperity is piloted in a surer manner than heretofore, and this condition will reflect adversely on the prosperity of our National Railways System, making it probable that we will have to look forward to high rates and heavy losses for years to come. This prospect is no alluring one to the average man in this country, who to-day is finding it difficult enough to adjust his finances to the demands of the high cost of living, plus a heavy war burden, plus payment of huge railway deficits, and if these conditions can be shown to be capable of improvement action should not be delayed.

Under present conditions, not only is the ordinary taxpayer likely to suffer heavily, but the incoming settler is not, in many cases, given a fair chance to settle advantageously on the land. It is an admitted fact unless he is ready to go miles from existing lines of transportation, he cannot expect to procure free lands of any value. Sending him miles from transportation, while lands are available for settlement near railways that are running at a loss for want of production, is unsound settlement policy. This unfortunately is encouraged by the present Dominion land policy.

#### LAND SURVEY REQUIRED

The time has undoubtedly arrived when Dominion lands distant from transportation should be withdrawn from settlement, and for steps to be taken for the survey and classification of lands the Dominion still owns near to transportation with a view to the withdrawal of unsuitable lands from settlement. Those lands which survey would show to be productive and desirable for present settlement should be sold at a reasonable figure and on long and favorable terms. (e.g.,

twenty-five years at six per cent), to incoming settlers, and the proceeds used to form a settlement fund.

The Dominion lands now available and suitable for settlement are admittedly inadequate to meet requirements, and the high cost of stock and equipment is such as to make it unsafe for the average man without considerable capital and experience to undertake the financial responsibilities entailed by the purchase of land from speculative owners.

Therefore, arrangements should be made by the Government to purchase suitable unoccupied and uncultivated lands for sale to incoming settlers on long and favorable terms similar to those suggested above for the sale of Dominion lands, provided the settler is able to pay 25 per cent. of the purchase price of these lands and thus have a definite personal stake in them.

#### A FINANCIAL POLICY

In order to do this without unduly adding to the country's financial burdens, payment should be made to the vendors by twenty-five year Dominion bonds, at 6 per cent. As these bonds would be coming into the market steadily, in comparatively small amounts, as compared to those of the various Victory Loans, it should be easy to make arrangements with brokerage houses and financial interests to have this class of Dominion security taken care of, and should at any time the market for these bonds tend to fall, it would pay the Dominion Government to use part of the 25 per cent. deposit made by the settlers to retire bonds as they came up for sale and in this manner stabilize the market. This transaction could be financed without loss to the Treasury and to the great advantage of the country at large.

Land taxation in the West is of such a character that the average holder is generally willing to accept reasonable terms, and he would soon

get used to this method of payment.

In order to prevent grasping owners from holding up settlement, expropriation powers in connection with uncultivated lands, similar to those now enjoyed by the Soldier Settlement Board, should be granted. The possession of such powers would in most cases be sufficient to ensure reasonable purchase. It would seldom be necessary to use them.

#### RESALE ON EASY TERMS

Purchase should be made by the Government, after careful inspection, at the closest cash price. A small addition of from five to ten per cent. should be made to the cost of the land when sold to settlers, and the difference between the cost and the selling price placed to the above mentioned settlement fund and used to cover losses.

The experience of Australia, after years of operating a land settlement policy of a ten per cent. margin, (our suggestion is to start at twenty-five per cent.), and in addition adding ten per cent. to the cost of her land, and using her Crown lands to form a settlement fund, and finding herself slightly ahead of the financial end of the game, after the expenditure of hundreds of millions of dollars, and settling thousands of men, and in addition paying much of the administrative costs, is encouraging and would indicate that a settlement fund like the one mentioned above, if ably handled, should to a large extent take care of administrative expenses as well as losses caused by default of settlers.

It would appear quite reasonable that for the purpose of putting our National Railways on their feet, decision might be made that this assistance only be granted at first for the purchase of unoccupied and non-producing lands adjacent to these railways.

In order to have successful settlement the following are three of the

main considerations: Land, Capital and Labour. We have already dealt briefly with the first two. The third, and in this case probably the most important, as it involves the human element, must receive attention.

### HAZARDOUS AND COSTLY

Our present practice is to point out to the incoming settler the enormous unoccupied spaces in Canada; to show him lantern slides and pictures of our developed farms and happy settlers; and to tell him of the wonderful successes that are being made by energetic citizens who landed in this country a decade or two ago, with a negligible amount of money on arriving at their destination, and who are now comfortably off; giving the inexperienced man the message: "Go, and do thou likewise."

When he lands in this country he unfortunately finds that conditions are considerably changed from those which existed in the last decade of the 19th and the first decade of the present century, during which period most of the people about whom he has been hearing settled first.

The American settler, being used to similar conditions of settlement knows what to expect and can largely look after himself. Let us consider, however, for a moment the position of the British settler of the better type, coming from the large class of men with a moderate amount of capital, who, on account of unstable conditions in the Old Country, are beginning to think more and more of emigration. This man is too often inexperienced in agriculture.

The Immigrant whose case we will consider here is the married man with a small family, having from four to five thousand dollars capital; an extremely desirable type of settler. He goes to our emigration officials in England, and is told of the successes which have been made by other settlers with but little capital to start on.

Knowing himself to be a good average man, he decides to take a chance. He starts out to look for land. Supposing him to be successful in his efforts within a reasonable time, he will be lucky if he does not find his capital diminished by one thousand dollars before getting started at all. He then purchases through some real estate agent a one hundred and sixty acre farm at, say, twenty dollars an acre, but as he has already spent one thousand dollars of his original capital and must build a house for himself and provide shelter for his stock, and in addition buy stock and equip his farm with machinery, he cannot afford to pay cash. He, therefore, buys on time, making payment down of, say, one-fifth the purchase price of the land, and getting five years to pay for the balance. Another six hundred dollars of his original capital is gone.

### MORE DRAINS ON CAPITAL

He starts in to put up a cottage and shelter for his stock and is lucky if he gets out for less than one thousand five hundred dollars as he is inexperienced.

He then buys a three-horse team, two or three cows, and some pigs, and the necessary farm implements to start, and finds another one thousand five hundred dollars gone. By this time he has expended four thousand six hundred dollars of his original capital and does not own his land.

He cannot expect to get returns from his farm for a couple of years, though if he is a really good man he may be able to make a living from his cows; more often, if he is inexperienced, he won't. At the end of the year he wakes up to find another six hundred dollars due on the land, which he certainly cannot pay out of any profits he has made on the farm. If he manages to make the payment, all right; if not, he gets an extension and quite possibly pays ten per cent. interest on his overdue payment.



Should this man happen to have bought bad land, poor horses, or poor stock, and his inexperience makes it likely, his failure is almost a certainty, and this a type of settler better than the average. I need not here dwell on the adverse effect his failure has on future emigration from his home district to Canada.

### A BETTER SYSTEM

From now on our emigration officials should be instructed to say to this class of newcomer: "Leave your cash behind and your family too, if you can readily arrange it; go out and work for a year in the district in which you intend to settle. We will arrange to place you with a suitable farmer, and should you prove satisfactory, give you assistance in settling later on." (A limited number of farmers can be found with accommodation for both man and family.) If he refuses to take advice his failure is entirely up to himself. If he is an adaptable man, his year's experience on a farm will make him a far more desirable settler and render it much more difficult for keen and unscrupulous dealers to sell him poor and unsuitable livestock. He will also have found out definitely whether he likes his new occupation and is suited for it. As his lot is, even at the best of times, an arduous one, we should, when he is ready to start, make it as safe for him as possible by granting him long and easy terms to pay for his land, enabling him to conserve his capital so that he is not necessarily down and out if he meets with misfortune.

In addition to assisting him in the purchase of land, we should go fifty-fifty with him up to one thousand dollars in the purchasing of building materials.

In order to help him in his difficulties as they arise and to see that the country's security is not allowed to depreciate, touch should be kept with the settler, either by means of

field supervisors as is done in the case of soldier settlers, or by an extension of the county representative system, now in vogue in Ontario and some other Provinces.

There is also an excellent class from which to draw prospective settlers for vacant lands right in Canada. Many farmers' sons in this country who are thoroughly acquainted with conditions and should make our best settlers are to-day, owing to the heavy cost of outfitting, prevented from farming on their own account and too often drift to the city.

Those men of this class, who are settling on the land, in many cases find it easier to get reasonable settlement terms by the purchase of improved land on crop payments, and the purchase of the necessary farm equipment on terms from the same vendor. While this class of purchase keeps them on the land, it does not greatly increase production as it entails the transfer of land from one producer to another; an effort should be made to make it, at least, equally attractive for them to settle on our unoccupied lands, where they would make probably the best settlers of all.

There are also, across the border to the south of us, a very large number of tenant farmers with a small amount of capital of their own. Many of them are thoroughly acquainted with our farming conditions, coming from districts where similar conditions prevail, and as soon as they find that land can be purchased on attractive terms in Canada and credit extended, which would make it easy for them to start, they would come over in increasing numbers year by year.

### ROOM FOR THOUSANDS

The Western Canada Colonization Association, I believe, estimates that there are twenty million acres of land on the Prairies within fifteen miles of transportation and suitable for settlement.

Assuming these figures to be correct for the sake of argument and, also, taking 240 acres as the average sized farm in the West, this amount of land would give us an additional 84,334 farms for settlement. (My private opinion is that half that amount of land will be the largest quantity that we can find suitable for settlement.) This amount, however, would find accommodation for forty thousand settlers on average farms in the West.

In the first decade of the century, immigration figures for Canada were well over one hundred thousand for the individual year.

For some time on the only immigrants we really need in Canada are those who are ready to go on the land. Those desiring urban employment only tend to swell the ranks of the unemployed during slack seasons.

"Quality" and not "quantity" of settlement is what is required in Canada at the present time.

In order to ensure economical administration and settlement, it would be advisable to tackle the settlement of one district at a time in each of the Provinces concerned, moving on from there when settlement is closed in. In this manner the expenses of administration could be cut to one-third of the cost which would be required if settlement were assisted indiscriminately all over the Province.

The settlers should be urged to keep milch cows, a few pigs, and some poultry, right from the beginning. Straight grain farming, with its attending decrease in land fertility should be discouraged. In order that he may have current revenue the year round, and avoid spending all the proceeds of his harvest in liquidating a year's store and other similar bills, the Provincial Government should be urged to increase their cow bills and co-operative creamery legislation, and special attention should be given to the marketing of his products.

## CONCLUSIONS SUMMARIZED

To sum up, my suggestions are:—

1. That our emigration officials be instructed to urge on every settler the necessity of working for at least a year with a farmer in this country before he settles on his own account.

2. That the Government procure, and keep up to date, a list of suitable farmers with whom they can place incoming settlers.

3. That they classify remaining Dominion lands in the West, and withdraw unsuitable lands from settlement.

4. That they sell to incoming settlers such Dominion lands as are found to be suitable for settlement at a low figure and on long terms, and use the proceeds to create a sinking fund to be applied to settlement expenses.

5. That they close in settlement along the National lines of transportation by Government assistance, and veto settlement in remote districts, unlikely to be served by railroads within reasonable time.

6. That they see that inexperienced newcomers are not exploited by those with land, stock or equipment to sell. In order to assist in doing this, it is suggested that the Government purchase, as needed, available and undeveloped lands adjacent to transportation, giving in exchange six per cent., twenty-five or thirty year Dominion bonds, and selling the land to settlers on similar terms as regards interest and payment, and at a slight advance on cost, in order to create a reserve fund against losses, provided the settler can pay down twenty-five per cent. of the purchase price of his land; and also advance dollar to dollar with the settler up to one thousand dollars for the erection of buildings and permanent improvements.

7. That in order to maintain the Government's security and to assist the new settler, an efficient field staff should be maintained to carry out supervision work along the lines of that of the Soldier Settlement Board, or the Ontario agricultural representatives.

8. That the Provincial Governments should be urged to extend their creamery policy and cow bills, in order to assist settlers in getting live stock and steady cash returns, instead of depending, as at present many of them do, on returns which come in once a year.

#### AUSTRALIAN EXPERIENCE

This would not be breaking entirely new ground as for many years the Australian Government has been giving similar assistance to settlers on a smaller equity in the land than that suggested in this article. Also, a considerable measure of success has already been obtained by the Soldier Settlement Board in handling a settlement programme under which the settler has only ten per cent. equity in the land, and in addition to being advanced ninety per cent. of the purchase price of his land is also allowed stock and equipment and permanent improvement advances up to three thousand dollars.

In addition to this, the Soldier Settlement Board undertook its work handicapped by having to select and train a staff which, in many respects, was largely inexperienced, during the period when its work was heaviest.

The writer is therefore convinced:—

First: That the plan of settlement suggested is quite practicable in this country.

Second: That it could be financed and put across without appreciable loss to the taxpayer.

Third: That it would be of untold benefit to the farming communities through the closing in of existing settlement.

Fourth: And, what is of special importance at this juncture, that this policy could be reasonably ex-

pected to be a very large factor in the satisfactory solution of the grave difficulties which at present exist in connection with the deficits in the administration and operation of our National Railways.

#### AN ILLUSTRATION OF THESE FINANCIAL PROPOSALS

When land has been purchased by Dominion six per cent. twenty-five year bonds at a cost of . . . . . \$900,000

Sale will have been made at an advance of 10% on cost to settler to leave a margin to carry losses and administration expenses, making a total selling price of . . . \$990,000

A margin of . . . . . \$ 90,000

Advance payments will have been made by settlers to the amount of . . . . . \$225,000

These advance payments would enable deferment of second payments on land till farms begin to produce and should also care for carrying over a percentage of settlers in districts where a bad season has prevented adequate returns and should secure the scheme against losses due to defaulting settlers.

The above mentioned \$900,-  
000 worth of six per cent.

25-year bonds would require annual interest payments to take care of them

amounting to . . . . . \$ 54,000

In order to retire principal and interest on \$100 at 6% in 25 years, an annual payment of \$7.82 is required.

It will thus be seen that \$900,000 at 6% would require, in order to retire principal and interest within 25 years, an annual payment amounting to . . . \$ 70,380

From this it will be seen that it would be possible under this plan to take care of, and carry over, up to 30 per cent. of the settlers in any one year, should crop failure render it necessary, without calling on the tax fund.

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**THE CANADIAN BANK OF COMMERCE,**

**Head Office, Toronto,**

**3rd August, 1921.**

**Dear Major Ashton,**

I took your letter of 27th ultimo to the country and read again most attentively your original plan with the additional information. A second study of the matter convinces me that it is quite practicable if put into the hands of the proper commission and given the backing of the Dominion Government.

**Yours faithfully,**

**(Signed) B. E. WALKER.**

**Major E. J. Ashton,  
Commissioner,  
Soldier Settlement Board,  
Ottawa, Ont.**

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DEPARTMENT OF AGRICULTURE,  
Deputy Minister's Office,  
Ottawa, May 11th, 1921.

Dear Major Ashton,

I have read over the article on "Land Settlement and our National Railways," which I am returning herewith, and while I do not propose to make any lengthy criticism, or enter into any lengthy discussion of the matter at this time, I am giving my general opinion on the various points raised very briefly below.

Dealing with your suggestions, as given on pages 6 and 7, I would say that, as to No. 1, I most heartily approve and think that in practically ninety-nine cases out of every hundred success depends upon some such plan being followed.

As to No. 2, while I consider that it would be rather difficult for the Government to do this, that is, to keep such a list as would be required, I do not know of any better way of doing this, or arranging for prospective farmers getting the necessary training.

As to No. 3, I approve of this also, although I quite appreciate the difficulties attending such a classification.

I am in accord with No. 4, as also with No. 5.

As to No. 6, I do not feel myself in a position to give an opinion, although something along this line would, I believe, be of immense benefit to Canada.

No. 7 is of course part of No. 6, and I agree with No. 8.

Should any investigation or discussion of this matter arise, I should be glad to be called upon to give evidence in support of the scheme as a whole.

Yours very truly,

(Signed) J. H. GRISDALE,  
Deputy Minister.

Major E. J. Ashton,  
Commissioner,  
Soldier Settlement Board,  
Ottawa, Ont.

Dear Major Ashton,

With further reference to your communication of the 20th inst., I beg to advise that I have gone carefully over your memorandum re Land Settlement in Western Canada, and wish to compliment you on what seems to me a very well worked out plan. As I see it, the biggest difficulty would appear to be that of financing the purchase of the necessary land for sale to settlers. If this difficulty can be surmounted, I see no reason why the other details in the plan could not be put into effect with entire satisfaction.

With particular reference to the items in your summary, I would say as follows:—

1. Familiarity with our farm practices, which on account of different soil, climatic and economic conditions, are very different with those in vogue in the old land, would lessen very materially the percentage of failures.

2. A list of successful farmers who would accept tentative settlers might be difficult to obtain at first but as soon as they can be assured that incoming settlers are men of agricultural experience, I should think there would be no difficulty whatever in getting a full and satisfactory list.

3. The classification of the unsettled lands in the West is a very important matter and is already receiving serious consideration from the Provincial Governments of Saskatchewan and Alberta.

4. This recommendation seems necessary if more than a small percentage of the settlers is to be successful from the start.

5. This seems desirable from the standpoint of national business.

6. I do not feel competent to pass upon this idea but would say that if the advice of the strongest men in Canadian finance is favorable, there should be no hesitation in adopting it.

7. This recommendation is along the line of the County Agent system so rapidly and so satisfactorily developed in the United States during the last ten or fifteen years.

8. This suggestion bears the same relation to a man's livestock as does No. 4 to his land.

In regard to the general question of Land Settlement in the West, I think the general desirability of increasing the number of settlers is questioned by but a very few, and I am convinced that if rapid and successful settlement of our near-in vacant lands is to be secured that provision must be made whereby settlers with limited capital may not only get a start, but may pay for their investments in small amounts over a long period rather than in large amounts over a shorter period.

Any other assistance, such as greater familiarity with practices and conditions and supervision by experienced and successful men, will, of course, help to a more satisfactory solution. I should say, therefore, that the essential things in order of their importance are:—

1. Easy payments at as low a rate of interest as possible.
2. Experience with western farming practices.
3. Supervision aimed to assist the settler by co-operation rather than to direct his efforts.

Yours very truly,

(Signed) JOHN BRACKEN,  
President, Manitoba Agricultural College.

May 31st, 1921.

The railways in Canada have been developed in advance of the requirements of the country. The remedy cannot be found in now materially reducing the miles of railway operated, although economies in this respect will be made if sound practice prevails. Apart from better operating conditions incident to consolidation of the National lines in one system, the chief remedy will be found only in increased population, and consequent increased tonnage of commodities for movement by the railways, and increased passenger, express and other revenues. Canada must secure this increase through settlers who will occupy the unoccupied land in the West. The carrying out of this work should be entrusted to the best available talent for the purpose, and should command the foremost consideration of the Government. There should be no stint in the resources placed at the command of those in charge of the work. Col. Dennis, chief commissioner of the colonization department of the Canadian Pacific Railway, in giving his testimony at the Grand Trunk Arbitration, said: "Some years ago, Mr. James J. Hill made the statement that a farmer adjacent to the Great Northern was worth \$1,000 per annum to them. That figure was used for a long time, and it would look as if Mr. Hill was a fairly good guesser, because when we get down to the actual facts we get the figure of \$743."

In addition to the efforts of the Immigration and Colonization Department of the Government, the National Railway Company and the Canadian Pacific Railway Company should enlarge their departments for the colonization of the lands contiguous to their systems. The officers of these departments and the officers of the Government should co-operate in well-considered plans which would compel results.

*—From Sir Joseph Flavelle's letter to the Prime Minister on the National Railway situation.*

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